



PES to PES Dialogue
The European Commission Mutual Learning Programme
for Public Employment Services

DG Employment, Social Affairs and Inclusion

PES to PES Peer Review

PES approaches for sustainable
integration of long-term unemployed

Toolkit

June 2014

This publication is commissioned by the European Community Programme for Employment and Social Solidarity (2007-2013).

This programme is implemented by the European Commission. It was established to financially support the implementation of the objectives of the European Union in the employment, social affairs and equal opportunities area, and thereby contribute to the achievement of the EU2020 goals in these fields.

The seven-year programme targets all stakeholders who can help shape the development of appropriate and effective employment and social legislation and policies, across the EU-28, EFTA-EEA and EU candidate and pre-candidate countries.

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Please cite this publication as: European Commission (2014), Approaches for Sustainable Integration of Long-Term Unemployed - Toolkit, Brussels, Authors: Ágota Scharle, Tina Weber and Isabelle Puchwein Roberts

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1. Introduction

High and rising long-term unemployment (LTU) rates have continued to pose a challenge to the PES in most Member States, with a few exceptions where an improvement has been observed in the past few years (e.g. **Germany**). The proportion of LTU in the labour force ranged between 1.1% in **Austria** to 10.3% in **Croatia** in 2012. The share of 'very long term unemployed almost doubled from 1.5 to 2.9%. Significantly for the profile of PES clients, the share of LTU among all unemployed also increased from about 37% in 2008, to over 47% in 2013.

Public employment services (PES) are recognised by the [Employment Guidelines 2020](#) as having a central role in increasing labour market participation. The Strategy Output Paper (Contribution to EU 2020) prepared by the network of the Heads of Public Employment Services (HoPES) recommends PES to strengthen the customisation of their services and combine activation of jobseekers with qualitative assistance of employers. Empowering jobseekers and employers to invest in skills development and to prolong careers contribute to sustainable employment and avoiding carousels of rapid employment and unemployment.

At a recent Peer Review in Sofia, Bulgaria, participants from the host and 14 Peer Countries¹ shared their views and experience with regards to what works best to re-integrate the long term unemployed into the labour market. This paper summarises the main issues discussed at the event, as well as the main lessons of some previous PES to PES events that focused on closely related subjects.² Drawing on the lessons of these discussions, as well as available research, it provides a practical toolkit with the view to supporting the development of PES practice.

Box 1. The discussions were guided by four questions

1. Which PES service concepts used for the integration of LTU in the labour market work best?
2. Which ALMP measures used for the integration of LTU in the labour market work best?
3. How can PES develop and maintain service partnerships with other providers in the labour market at local level in order to integrate the LTU?
4. What are the proven services and activities working with employers to place the LTU?

Examples of successful PES practices are presented in boxes. In cases where we had information on outcomes or evidence of effectiveness based on an evaluation study, the box is highlighted in grey.

¹ Including **Austria, Belgium Actiris, Czech Republic, Denmark (Copenhagen PES), Estonia, France, Germany, Italy, Latvia, Poland, Portugal, Slovak Republic** and the **United Kingdom**.

² Further documents we have drawn on to write this toolkit include PES to PES Dialogue Peer Reviews on the [Low-Skilled](#) and [Youth](#), the Dialogue Conferences on [Individual Action Plans](#) and [Profiling](#), and the Comparative Paper on PES approaches for sustainable activation of the long-term unemployed.

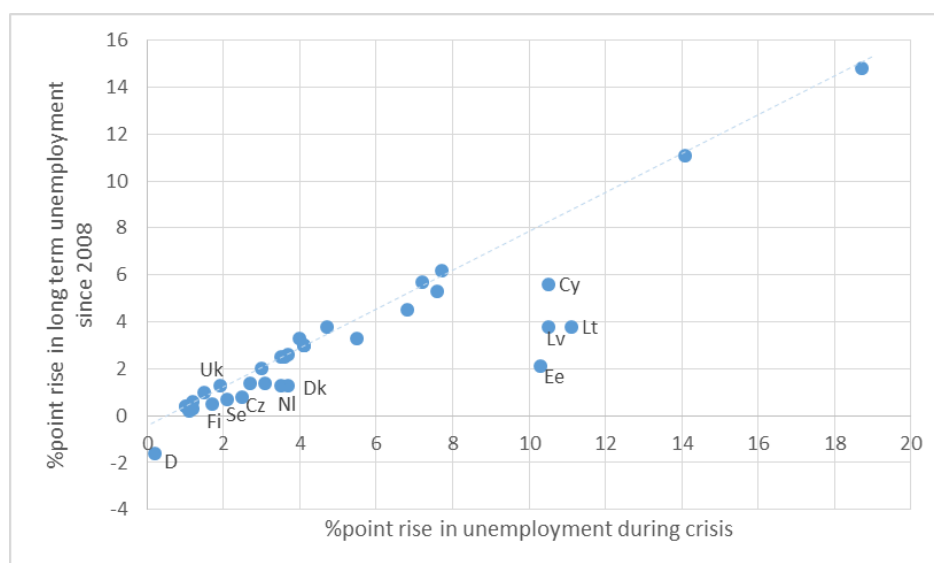
2. PES play an important role in reducing LTU

2.1 LTU, its causation and wider implications

The recent global economic crisis affected the demand for labour in different ways: the differential impact of the crisis across industries changed the structure, while the fall in consumption reduced the overall level of labour demand. For example, the construction industry contracted in most EU Member States and has remained depressed in most countries where the sector enjoyed a boom before the crisis (OECD 2011). Manufacturing also suffered in the context of the global contracting in demand, while greater budgetary stringency is also affecting public services. Overall, the impact of the crisis on different countries implies that the degree of mismatch across regions or industrial sectors between job openings and workers looking for a job tends to vary considerably across Europe.

Unemployment has risen in all EU Member States, however, the extent to which these shocks translated into persistent unemployment varies. For example, the labour market shock was relatively small and the build-up of long term unemployment remained modest in the Nordic countries compared to other countries experiencing a similar increase in unemployment (see Figure 1). In the **Baltic States** and **Cyprus**, the overall rise in unemployment was much greater, but they also seemed to be able to contain the rise of LTU.

Figure 1 Growth in LTU depending on initial labour market shock



Source: Eurostat Labour Force Survey. % point change in the annual average unemployment rate between 2008 and the peak until 2013, % point change in long term unemployment between 2008 and 2013.

It must also be mentioned that PES statistics on the level of LTU may be affected in some countries by individuals **combining** registered unemployment (and resulting access to benefits) with elements of undeclared work. Although this phenomenon is difficult to measure, it is arguably an issue in some Member States.

The risk of long term unemployment depends on **individual characteristics** as well. Some of these are directly related to economic factors, such as low employability (due to low skills and qualification levels, prior work experience in declining occupations/sectors, disability or health problems), or mobility constraints. Some jobseekers may be discriminated against by employers e.g. due to perceived low productivity, or immigrant/minority background. There may be further, more personal factors at the individual level, such as constraints on potential hours of work due to care or other

responsibilities in the family. Lastly, the risk of LTU can be aggravated by low self-esteem, low motivation, lack of life skills, or addiction that create multiple barriers.

Tackling long term unemployment tends to become increasingly difficult as time passes. The longer the unemployment spell, the more difficult it becomes for the job seeker to find a job and the less effort they may put in job search. This may be due to several related factors, e.g. the erosion of skills, discrimination by employers against LTU, or the ranking of job applicants by employers on the basis of their time spent in unemployment, as well as declining motivation on the part of the unemployed person.³ Unemployed individuals may also be reluctant to lower their wage expectations even as the unemployment spell lengthens, and this reluctance may be more wide-spread in economy wide shocks when social tolerance towards long-term unemployment tends to be higher.

The **build-up** of LTU may take its toll both on the individual and the economy. Beside the depreciation of human capital and potentially harmful effects on health and mental health, the lower job search intensity of the LTU may lead to weaker wage adjustment and hence slow down the economic recovery. (OECD, 2011)

The **variation** in unemployment trends are at least in part explained by the speed and effectiveness of government response to the crisis, and also by efficiency of the existing labour market institutions, including among others, active and passive measures and the performance of the PES.

In very broad terms, labour market institutions may help contain the build-up of long term unemployment by keeping up the job search intensity of the unemployed and by supporting the efficient matching of labour demand and supply. These processes can be supported by **legislative** measures, such as employment protection legislation and minimum wage setting, financial incentives (e.g. wage subsidies or the level, duration and coverage of unemployment benefits⁴), the behavioural conditions to benefit receipt, or training programmes, and other ALMP as well as PES services.

2.2 The role of PES services and ALMP in preventing and reducing LTU

The PES play an important role in both preventing long term unemployment and in containing its potentially harmful consequences.

- *Job search.* Monitoring job search, frequent contact with the jobseekers and counselling can help keep up motivation for job search.
- *Matching.* Providing high quality information on vacancies and jobseekers, maintaining platforms for jobseekers and employers to meet, recruitment services, training programmes to improve employability and adjust to employers skills needs can speed up the matching process and improve its efficiency;
- *Lowering wage costs.* Carefully targeted wage subsidies can reduce employers' wage costs and thus prevent layoffs or encourage new hires;

A recent summary of the existing evidence on the effectiveness of ALMP for tackling long term unemployment highlighted **four characteristics** that improve programme outcomes (Düll 2012):

- carefully targeted, small scale and individualised,
- combining training, counselling, and placement according to individual need,
- based on strong institutional cooperation,
- including follow-up after placement.

³ For a brief review of the theoretical and empirical literature supporting the above listed causes of hysteresis, see e.g. OECD (2011).

⁴ Broader coverage, higher benefits and longer duration tends to increase jobseekers' wage expectations (the so called reservation wage), reduce job-search efforts and make the unemployed more "choosy" in evaluating job offers. This improves the quality of job matches but also tends to increase the duration of unemployment.

There is mounting evidence that monitoring and job search assistance are especially cost effective.⁵ Recent studies from **Denmark** (Pedersen, Rosholm and Svarer, 2012), **the Netherlands** (Berg and Klaauw, 2006) and **Switzerland** (Lalive, Ours, and Zweimüller, 2005) show that even warnings about unmet job search requirements may create a strong incentive and increase the job finding rate by up to 50%.⁶ Monitoring seems to work for more disadvantaged groups, and under relatively favourable labour market conditions. However, the aggregate effect of increased **strictness** may be lower for groups that have easier access to disability or early retirement benefits (Bloemen, Hochguertel, and Lammers, 2011; Cockx and Dejemeppe, 2010).

While monitoring may increase job search intensity at the expense of lowering the wage rate upon reemployment, job search counselling has a **positive effect** on both reemployment and expected income⁷. Most studies agree that regular individualized counselling sessions with caseworkers have a large beneficial effect, while group sessions on search strategies have small positive effects (Pedersen et al., 2012). Lastly, though more intensive programmes are costly, they may still prove cost effective by increasing the job finding rate and job sustainability.

2.3 The role division between PES and other government actors in tackling LTU

Unemployment and welfare benefits and services are centrally regulated in most EU Member States, and services are typically delivered by a centralised public PES network (Table 1). In several Member States, the PES are responsible for administering benefits and providing services for both insured unemployed and other job seekers receiving social assistance. In some other countries these responsibilities are **divided** between the PES, insurance agencies and local governments, where PES responsibilities are limited to employment services, or to providing services and transfers only to insured jobseekers.

In recent years, most Member States have sought to improve services for the LTU by encouraging cooperation between PES and local governments and by increasing the autonomy of local or regional PES agencies.⁸

In some Member States, the increasing importance of **activating** long-term unemployed or inactive social assistance clients has led to organisational changes designed to provide better access to employment services by promoting integrated service delivery with the participation of the national PES. In some cases this has taken the form of mandated cooperation between municipal social service agencies and PES offices (**Finland, German Jobcenters, Norway**) or municipal responsibility for all services for this client group (the **Netherlands** and the **German** municipal option) and sometimes even to a merger of responsibility for both insured and uninsured unemployed in a single agency (**Denmark** and **Poland**).⁹ The need to involve the local authorities has led to decentralised national-local delivery systems for employment services (Minas 2009,). (European Commission, 2011a; Minas, 2009; van Berkel and Borghi, 2008)

⁵ For a more detailed review of the recent empirical literature see .(Csillag, Samu, and Scharle, 2013)

⁶ Other studies that also attempted to measure the ex ante effect of stricter monitoring of job search requirements were less conclusive, and found a small to moderate increase in the outflow to employment (Dahlberg, Johansson, and Moerk, 2009; Graversen and van Ours, 2011).

⁷ The theoretical explanation for this is that while monitoring only increases job search intensity, counselling makes it more effective as well. Counselling and monitoring elements are often combined in activation programmes, which makes it difficult to measure their separate effects.

⁸ The autonomy of regional or local actors may extend to some or several managerial functions, e.g. budgeting, programme design, target groups, organisation of service delivery, personnel, outsourcing, or strategy and target setting (European Commission, 2011a).

⁹ Social assistance in these countries had been delivered by welfare-oriented municipal agencies, while the PES had focused solely on the insured unemployed and job-ready clients.

Table 1. Role division between PES and municipalities

	PES	Joint offices	Municipal
UI only	Cy, De, Fi, It, NI		
UA only		De, Fi	De, NI
UI for all, UA for ALMP only	At, Be Ee, Hu, Lt, Lv Ro, Si		
UI and UA	Bg, Cz, Es, Fr, Gr, Hr, Ie, Pt, Sk, Se	No	Dk, Pl

Source: (European Commission, 2011a), EEPO PES Business Model (2014) and Peer Country reports

Note: UI= Insured Unemployment benefit, UA=Unemployment Assistance (for those, typically LTU clients who have exhausted UI)

Box 2. Labor Force Service Centers (LAFOS) in Finland set up one-stop-shops for the hard-to-place unemployed in the mid2000s, jointly staffed by LAFOS and municipalities, who are in charge of processing social assistance and means-tested unemployment assistance. The LAFOS offer multi-professional services, including services from nurses, doctors, psychologists, debt advisors, social workers, training advisors and employment advisors. Most often employment opportunities in the so-called intermediate labour market are proposed, which aim to prepare disadvantaged groups to take up employment in the open labour market, but the LAFOS can use all Public Employment Services schemes (Duell, Grubb, and Singh, 2009).

Box 3. German municipalisation. The Hartz reforms of the early 2000s brought about significant changes in governance and execution of the benefit and services system in **Germany**. Among others, the reforms devolved responsibility for implementation of employment services to the municipalities and to joint PES-municipality agencies. The municipalisation reform established a dual system of public employment service delivery: the PES provides employment services primarily to the insured unemployed, while Jobcentres serve the unemployed on social assistance (i.e.: long-term unemployed).

The PES has been decentralised in terms of managerial (Management by Objectives system) and administrative functioning, giving local PES agencies larger freedom in the allocation of funds from the 'global reintegration budget'. The choice and implementation of ALMP is steered toward national priorities through the planning of targets within the management by objectives system. (European Commission, 2012b)

3. PES service concepts segment clients by personal characteristics, not length of unemployment

3.1 Most successful services are individualised and person-centred.

Most Peer Countries appear to focus mainly on **preventing LTU**. This also implies that few PES offer services specifically targeting LTU but instead focus on the individual needs of unemployed clients or certain target groups, which may well be more likely to be LTU (e.g. disabled individuals). Where the PES segment client groups by some specific characteristics, this is usually based on age or education (as well as ability to work) rather than length of unemployment. Specific strategies for young people in LTU are not widespread across the Peer Countries either.

All Peer Countries stress that PES do not wait until customers become LTU to start the activation process and/or deploy the full range of available services, if considered relevant. Instead of major changes in their strategy to tackle LTU, PES report efforts in recent years to improve staffing, profiling and case management and professionalise and improve the counselling services offered to different groups of unemployed. The key trend is the individualisation of services in order to reduce flows into LTU.

- A recent report of the OECD LEED programme on supporting the vulnerable LTU summarises the main characteristics of successful person-centred approaches as follows:
- Individualised approaches providing continuity of support and the right support at the right time.
- Holistic interventions rather than focusing on only one aspect of employability.
- High quality personal advisors able to support an individual's needs;
- Having a single person as a contact to act as coach/mentor contributes to building client confidence and establishing a positive relationship.
- Early assessment and improvement of basic skills.
- Continuity of training both in and out of employment.
- Support for job search activity.
- Having a long-term approach to the provision of in-work support.

Evidence from the Peer review confirms that the most successful services include **'person-centred'** approaches that rely on the provision of tailored and intensive counselling, as well as services that contribute to re-motivating the LTU.

Box 4. The Latvian PES piloted a project "intensified action planning" for approximately 2 900 LTU clients in 2013. The aim of the programme was to increase the efficiency of individualised services provided to the LTU clients and to establish closer and more efficient cooperation and information exchange with the Social Services of the Local Municipalities. PES counsellors followed an individualised case-management approach when assessing the current situation, skills, strengths and weaknesses, causes of unemployment and conditions of previous jobs held by the client. According to the assessment of PES counsellors, the two most effective measures in activating the target group were job search diaries and cooperation with social services.

Outcomes: 39 % of participants were reemployed, 34 % remained on the register, while the others left the register (most of the latter group refused to cooperate with the PES).

Source: Latvia Peer Country Report

3.2 Profiling to identify clients needing special attention / services and support the development of IAPs

Several PES use in-depth **profiling** systems to identify those at risk of LTU as early as possible and segment customers into two or three categories of support, or distinguish between 'standard' support and 'case management'. For example, in France, the new service model implemented from 2012 distinguishes between three different stands of support provided by in-house counsellors according to individual needs of customers: follow-up, guided support and reinforced support. The mandatory **self-evaluation** of labour market readiness used by the **Copenhagen PES** has proved to be a particularly effective profiling tool as it saves time for PES staff and motivates jobseekers (see Box z below and the questionnaire in the Appendix).

The first interview with counsellors is used to profile the unemployed and identify those who face special obstacles to (re)integrate the labour market. Those identified as less employable receive additional guidance and support in order to remove any obstacles that have been identified at any early stage.

Box 5. The Irish PES developed a Probability of Exit profiling model. When registering at the PES the jobseeker has to fill out a profile questionnaire on their age, family status, health, prior employment history, education and benefit receipt. Based on the answers, exit from unemployment probabilities are calculated and jobseekers are classified into three broad groups based on an indicator measuring their probability of becoming unemployed. Individuals with a low exit probability as well as those registered for more than 12 months will receive intensive individualised support and may be directed to particular work experience or training programmes (European Employment Observatory Review, 2012).¹⁰ The system was extended to all jobseekers on the unemployment register by the end of 2013 (NRP Ireland, 2014)

Box 6. All unemployed in Copenhagen are required to evaluate their own labour market readiness or job search strategy based on 5-6 multiple-choice questions on health and social situation, personal skills, professional qualifications, job-search efficiency, etc. Depending on the self-assessment score, the unemployed are referred to different types of active labour market programmes. Individuals are differentiated along their distance from labour market: unemployed on the edge of the labour market are offered programmes from a different package of services (typically training, wage subsidy, counselling) than those considered to be less detached from the labour market (counselling on effective job search strategies). The self-profiling tool gives counsellors an objective way to evaluate the unemployed and to decide what services to offer. However, some counsellors might feel that the introduction of the tool questions their professional capacities. Therefore, encouragement and information to the counsellors are needed for a successful and complete implementation of the tool. The self-assessment tool is presented in Annex.

Source: Denmark Peer Country Report

Detailed profiling tools can also support (but not replace) the development of action plans in the case of complex personal situations. In **Germany**, for example, the interviews are used to assess individual needs of customers and to set up an individual action plan. Importantly, countries point out that the profiling of the unemployed should not be static. Counsellors should reassess the distance to the labour market of their

¹⁰ For further material on profiling see e.g. (European Commission, 2011b)(Rosholm, Svarer, and Hammer, 2004)(O'Connell, McGuinness, and Kelly, 2010)

customers over time to ensure that they access the most appropriate services at each point in time.

3.3 Intensified case management with specialised expertise to strengthen motivation and tackle personal problems

To prevent detachment and keep up or increase job search motivation, the LTU are generally required to meet more frequently with their counsellors. The minimum frequency of meetings can vary between one and two months among Peer Countries that have put in place minimum requirements applicable to the LTU. However, in practice the frequency of meetings depends on the needs of each customer and/or the capacity and workload of their counsellors.

An increasing number of PES offer **intensified case management** as a special working method for the hard-to-place (e.g. **Denmark, Germany, Latvia**), particularly to coordinate referrals of jobseekers with multiple obstacles to the relevant service provider. If case management is provided in-house, counsellors in charge of individuals with multiple barriers may have a **smaller caseload** than 'generalist' counsellors (e.g. in **France or Germany**) to ensure more frequent meetings and intensive support to their clients. In these cases, PES aim to ensure that job seekers have a personal counsellor, which allows the building of mutual trust and cooperation.

There is evidence that a reasonable caseload is an important factor for the effective delivery of services. A pilot project in **German** labour offices showed that an improvement of caseload (1:70 per case worker) has helped to reduce unemployment duration. Similar results were observed also in the case of the **Netherlands** (European Commission, 2011) and more recently of **France** (see Box 9).

Box 7. Germany – Intensified Case Management (bFM)

Employment-oriented case managers specialised in and specifically trained to handle unemployed facing multiple barriers are employed in most German job centres since 2005. These managers work with improved staff-to-client ratios. Clients who qualify as hard-to-place unemployed based on the initial assessment of the PES, are paid special attention and assigned to case managers, since individuals facing multiple problems usually need more intensive support than the average unemployed. The objective of the measure is not necessarily entering the labour market as soon as possible, it rather focuses on achieving progress towards labour market integration. Intensified case management has specific entry and exit criteria, strictly defining conditions of eligibility. Participation is voluntary as progress can only be made in a mutually accepted and supported working partnership between the case worker and the client. Each element of the service (building up and expanding networks, workshops, systematic problem-solving events) is based on individual needs and problem areas identified upon registration at the PES.

Outcomes: Positive results according to interviews with practitioners, local workshops

Source: Germany Peer Country Report

Box 8. In Denmark, the political focus on LTU increased as the duration of the unemployment benefit was shortened to 2 years and some LTU were at risk of losing their income support. From June 2012 to June 2013, the government implemented and funded a special service for the LTU who are members of unemployment insurance funds and had less than 6 months of unemployment benefit eligibility. The services offered included individual counselling sessions by personal job counsellors and a fast track to job training or internships. Employers were entitled to a bonus when hiring among this group. After this national measure ended, the Jobcentre in Copenhagen continued to fund a special LTU service package (lasting until 2016) focusing on the low-skilled and people with a university degree. The services offered include more frequent counselling sessions by job counsellors (delivered in-house and by unemployment insurance funds) and participation in additional ALMPs (delivered by external providers).

Source: Denmark Peer Country Report

Box 9. In France, between late 2011 and 2014, the PES **Pôle emploi** is introducing a reinforced support service (funded by social partners) for 50 000 young people who have recurrent problems in accessing sustainable employment. On average, beneficiaries had been registered as unemployed for 14 months over the last three years. The scheme targets young people with a low to medium level of educational achievement and who have repeated problems to access sustainable employment. The reinforced support includes a 6-month individual coaching by in-house counsellors (which can be renewed for another 6 months in the case of a short-time return to work), including at least one weekly contact (face to face contact at least twice a month) for in-work follow-up support to ensure sustainable integration. The support is provided by dedicated counsellors whose caseloads do not exceed 50 young people, and they joined the programme on a voluntary basis. Since November 2011, 59 000 young people have been supported. The frequency of interviews, the teaching of job search techniques, intensive contacts with employers and extended follow-up support after placement are considered the key features that ensure the success of the programme.

Outcomes: A comparison of outcomes for 28 500 participants from November 2011 until July 2012 shows 20% point higher outflows than similar programmes or outsourced support: with 65% of the participants in employment at the end of the scheme and an additional 6% in education and training.

Source: France Peer Country Report

The **motivational** and **personal issues** of the LTU should be tackled first, particularly in the event of complex life situations. Counselling and coaching can make a difference, especially for those who lack the personal behaviour and social skills ('life skills') required. In a number of countries (e.g. **Bulgaria**) group work has proved successful in obtaining such motivational outcomes.

Achieving gradual integration into the labour market along a well-defined 'pathway' also requires support to be provided for **long periods, including after placement**. Follow up services must also be provided after the integration into the labour market in order to improve the sustainability of outcomes. Good examples include the recently introduced INA in **Germany** (see Box below) and the reinforced support scheme for youth in **France**, which also includes follow-up after placement.

Box 10. Germany started a pilot of **extended follow-up services** in 2012. Provision of post-placement follow-up services is more than critical in case of the long-term unemployed. A large share of those long-term unemployed who find a job, lose their position within six months after placement. The **German** PES is therefore now piloting a new service called INA that aims at safeguarding sustained integration of these individuals by providing them with follow-up support for a period of six months after placement. The support consists of a range of services (i.e. working on family and job compatibility issues, pre-employment training organised in cooperation with the employer, prevention and resolution of risks in the initial phase of the employment) and based on a controlled experiment evaluation, retention rates have significantly improved for the treatment group.

Evaluation: The probability of being employed 6 months after placement is 21% higher for the treatment group than for the control group.

Source: Germany Peer Country Report

Several PES employ psychologists, specifically trained counsellors, coaches (e.g. in **Estonia**) or mentors of a particular ethnic origin (e.g. in **Bulgaria**) to meet the specific needs of hard-to-place clients. However, few PES have in-house counsellors specialised in supporting the LTU, and in that case, they generally focus on a given target group with high risk of LTU. Instead, many PES rely on service delivery in **partnership** with contracted or other specialised providers. A handful of PES have counsellors dedicated to assisting specific target groups which tend to be at a high risk of LTU (the low-skilled in **Denmark**, disabled individuals in **Austria** or the Roma in **Bulgaria**).

Box 11 'Coaching for working life' in Estonia. External providers contracted by the **Estonian** PES (EUIF) perform work-related social rehabilitation services for the long-term unemployed. The overall objective of the service is to address the specific labour market related needs of participants and to bring them closer to the labour market, but not necessarily to achieve rapid placement. Coaching is implemented with various practical targets, such as improving time-management and job search skills, increasing self-motivation, restoring working habits and improving practical work skills. A typical coaching programme takes place every day for a few hours and lasts for a period of 2-3 months.

Outcomes: According to an analysis carried out by EUIF, the ratio of participants in employment within one year after completion of the Coaching programme is 28%, while 50% of the participants at this time are in another ALMP programme.

Source: Estonia Peer Country Report

Box 12. Bulgaria – Roma mentors in activation

76 ethnic minority PES counsellors from the National Programme 'Activating inactive persons' are responsible for working with the discouraged and inactive persons of Roma ethnicity in 64 labour offices in **Bulgaria**. Many of these counsellors are psychologists or previously unemployed university graduates who then followed specialised training for working at the job centres. The aim of the programme is to activate and integrate the long-term unemployed of Roma ethnicity. Employment counsellors organise information campaigns, individual and group meetings with the target group and meetings with social partners, NGOs and employers' organisations to encourage them to hire among the Roma jobseekers. In addition to the PES counsellors, psychologists and case managers also cooperate closely with the clients.

Outcomes: By the end of December 2013, 12 933 additional Roma persons had registered at the local labour offices, who had not worked for a long time (or at all) and had not sought the services of the labour offices due to lack of information or distrust. Following registration, 3434 of them found jobs (1366 in the open labour market and 2068 in subsidized employment) and 117 were included in training.

Source: Bulgaria Peer Country Report

Box 13. In Actiris (Belgium), 'Jobtraining' is an outsourced service which targets older LTU far from the labour market. It considers the person in a holistic way (considering health, personal issues, housing issues, etc.). Support can be provided during long periods of between 12 to 18 months, exceptionally up to 3 years and consists of a workshop with a coordinator and a counsellor that participants have to attend regularly. In this workshop, participants learn how to settle back into a normal rhythm of activity and how to redevelop their social, communication and technical skills. Once the main personal obstacles are lifted, participants work individually with a job-coach supporting their matching with employers.

Source: Belgium Peer Country Report

4. Effective ALMP for the integration of LTU are targeted and small scale

4.1 Effective ALMP are small scale, individualised and carefully targeted

Systematic evidence on the effectiveness of ALMP for particular sub-groups of LTU is scarce, but tentative conclusions highlight that effective programmes are small-scale, **individualised** and reflect the complexity of problems facing the LTU (Card, Kluve, and Weber, 2010).

Given the relatively high cost of such programmes, they are only cost-effective if carefully **targeted** at those most in need and supported by an accurate assessment of the competencies and needs of the client.

Box 14. Refining profiling systems

The **German** PES has developed a comprehensive skills assessment profiling tool ('Kodiak') to effectively prepare clients for a successful return to the job market. The tool is administered and facilitated by a psychological assistant and has five elements (self-assessment questionnaire, testing of intellectual aptitude, achievement motivation, assessment centre for social and communication skills required in the selected occupations, technical standard of the analysis of personal skills).

The **Danish** employability profiling system has been redesigned with the aim of creating a more systematic scheme (i.e.: the new system is common for all clients regardless of the type of benefit received) that is also able to provide a more adequate overview of the labour supply for the jobcentre's leadership (European Commission, 2011b).

4.2 Assisting LTU requires a mix of measures which recognise and seek to address all challenges faced in achieving labour market integration

LTU furthest away from the labour market require a step-by-step (or pathway) approach, starting from strengthening life skills or basic skills and coaching for working life, to be followed by workplace oriented training, vocational training and job search assistance.

Young to middle aged LTU with low or obsolete skills, or those lacking in life skills are likely to benefit most from training. Training approaches can focus on developing the beneficiaries' **life skills**, their basic skills, their job search skills, and other training or retraining on vocational skills, before the actual job search and matching with employers can take place. Classroom-based learning works better if combined with practical experience and workplace learning, and/or followed by a placement with an employer.

In the case of LTU where employer discrimination, lack of work experience, or low motivation is the main barrier, '**work-first**' approaches may have the best outcomes. These may range from internships, work trials, placement with a wage subsidy, in a transit job, or in a sheltered work environment.

Several Peer Countries use internships (alone or combined with training programmes) and/or some form of **work trial** to motivate employers and activation allowances for LTU taking up a job (**Austria, Belgium, Portugal, UK**). These may work especially well for LTU where employer discrimination, lack of work experience or low motivation is the main barrier. Outcomes tend to be better when placement is with an employer that can potentially offer a regular, unsubsidised job after the end of the programme. **Voluntary** work trial schemes may be more successful in countries with relatively lax employer protection legislation (e.g. in the **UK**), while leasing via NGOs may work better in a somewhat more rigid legal context (e.g. in **Austria**).

Box 15. UK – Work Trials The purpose of the British Work Trial scheme is to overcome suitability doubts an employer and/or disadvantaged claimant may have following a formal interview for a vacant post. A Work Trial relates to a specific vacancy that an employer is actively trying to fill and is offered on a strictly non-competitive basis, that is, the employer must ensure that no other jobseeker or trainee is competing for the same job. Need for a Work Trial and its duration is determined on a case by case basis, however, a trial period should not exceed 30 working days. The employer does not incur any monetary or administrative costs, while the employee on work trial continues to receive benefits and the PES covers any costs related to the Work Trial. The PES monitor the trial and protect claimant's interests and address any problems that may arise.

Source: UK Peer Country Report

Box 16. Non-profit Personnel Leasing in Austria. Non-profit personnel leasing has been in practice in Vienna for more than 10 years. The **Austrian PES (AMS)** sends particularly disadvantaged persons (often with longer than 3-years of unemployment) to contracted NGOs, who in turn lease these individuals to employers of the open labour market at favourable terms. Leasing is preceded by a preparatory training of maximum 8 weeks, during which the NGO assesses the abilities, interests and problems of the individuals. The maximum duration of such transitory positions is 6 weeks which may be extended by 3 months in exceptional cases (e.g. of severe disability). The aim of these programmes is to facilitate transition of participants to the primary labour market. As a rule, project participants previously leased to enterprises are being employed by the latter after the expiration of the subsidised period. In the framework of this program, **AMS** supports approximately 13500 participants per year.

Outcomes: 30 % of participants remained employed 3 months after the end of their transitional employment.

Source: Austria Peer Country Report

Though evidence of their effectiveness is somewhat mixed, most Peer Countries use **incentives** for employers to hire LTU (wage subsidies, bonuses for hiring LTU, and/or training cost subsidies), and some also use some form of work trial and activation allowances for LTU taking up a job (**Austria, Belgium, Portugal**).

According to discussions at the Peer Review, **financial incentives** for employers can be made more effective by recalibrating the amount of the subsidy based on impact evaluation results, differentiating the amount according to job seeker characteristics, reducing the administrative burden on claiming and reporting on the subsidy, relying on Corporate Social Responsibility initiatives, and combining the subsidy with mentoring, follow-up support and other ALMP.

ALMP for disadvantaged groups tend to be more effective if the jobcentre has **close contacts** with employers and can develop mutual trust, but capacity constraints appear to make this difficult in most Peer Countries.

For people with disabilities and certain hard-to-place groups, work experience in a sheltered working environment can offer a pathway, especially if the working conditions in the social sector and in **social enterprises** are similar to the 'open' labour market. Work opportunities in a protected environment can lead to successful outcomes if special support is included to prepare reintegration into the open labour market. This may include training in life skills and '**bridging strategies**' after the completion of the scheme, such as counselling, advice for job search, other experiences in the private sector, etc.

Box 17. Austria has a special network of so-called social-economic work agencies. These agencies work in close cooperation with the Austrian PES (AMS) and have a double mission. They provide services and products that have a public or non-profit interest and offer secured but market-based workplaces for the hard-to-place unemployed mediated by the AMS. Employment at these agencies is usually preceded by a preparatory training of 5 weeks. The contracts are fixed-term (usually covering a period of 3 months and a maximum of 8 months) and an explicit aim of these placements is to prepare participants for a successful transition to the primary labour market. These organisations put a strong emphasis on building close relationships with private companies, which in many cases can also contribute to a smoother transition to the labour market. In the framework of this programme, AMS supported about 1500 participants in 2014.

Outcomes: Approximately a quarter of the participants found a job three months after the end of employment at a social-economic work agency.

Source: Austria Peer Country Report

Flexible support schemes, mobility grants, and cooperation with local governments and social work agencies are also used by some PES to tackle the external barriers faced by many LTU, such as the lack of transportation, addiction counselling or care services.

Public works may be efficient in disadvantaged regions where jobs are scarce. In cohesion countries, structural funds are often used to combine **infrastructure maintenance** and other employment for LTU. However, the impact on sustainable integration may be limited if job creation is not accompanied by **bridging concepts**. Evaluations generally stress that large-scale public works programmes are less effective in reintegrating the LTU into the labour market, due to large deadweight, substitution and displacement effects. They can also have a stigmatising impact on skilled and high-skilled individuals. For example, **Bulgaria** launched a massive public works programme in 2002 covering the most disadvantaged and hardest-to-place groups, but evaluation results showed insignificant or even negative employment impacts, despite the fact that these programmes have improved work discipline, habits and qualifications and provided temporary poverty relief (Kuddo, 2009). Moreover, employers reported that productivity was low and additional investments in monitoring and firm-level supervision were necessary.

In a context of high unemployment and weak labour demand public works may nevertheless allow for redistributing job opportunities among the unemployed and break-up unemployment spells, thus reducing the social costs of long-term unemployment (Düll, 2012).

5. Service Partnerships can go beyond working with the local government

5.1 Partnerships are more systematic where PES administer social benefits as well

Municipalities, youth services, family services and other social services are the most **common partners** for PES, when working to support the LTU. However, the nature of this collaboration can vary significantly, depending on the division of roles (in activation and benefit administration) between local authorities and the PES and the tradition (or lack of tradition) in local partnership working. Systematic cooperation is more common where the PES administers most social transfers available to working age individuals and not only unemployment insurance. Some PES hold regular meetings with local stakeholders and develop coordinated programmes for labour market integration and service delivery.

Box 18. Partnership strategies depending on PES roles

Partnership strategies and especially cooperation with local organisations serving benefit recipients tends to depend on the division of roles between PES and municipalities. In countries where the PES is responsible for handling only the insured unemployment benefit recipients, there is less incentives to cooperation with municipalities.

Efficient cooperation and intense information exchange between the PES and municipalities is particularly important when social benefits (including unemployment assistance) is provided by municipalities, while employment services for the LTU (along with insured unemployed) are provided by the PES offices. This is the case for example in **Austria**, where the PES, municipalities and private actors are required to cooperate very closely in order to activate beneficiaries of the new means-tested minimum income scheme. An important element of the cooperation is information exchange on benefit receipt and compliance with job search requirements.

Cooperation is also important where the PES are administering social assistance as well. For example, in the **Czech Republic** the PES took on this role in 2012, and was also given more autonomy in implementing services at the regional level. The Region of Ústí nad Labem answered to this challenge by starting a pilot on supporting the unemployed people from socially excluded localities (mainly of Roma origin). The project has strengthened cooperation with local governments, local non-profit organizations and with the State Agency for Social Inclusion.

Source: Peer Country Reports

Box 19. Bulgarian PES cooperate with municipalities to reach LTU living in remote areas. Mobile PES units have been operating since June 2006. Based on an agreement between the mayor of the relevant municipality and the director of the local labour office, a team from the labour office visits the remote village at least once a month. By the end of 2013, 494 remote work stations had been set up within 74 labour offices in 152 municipalities. This expansion is set to continue in 2014.

Source: Bulgaria Peer Country Report

Cooperation may focus on data and **information exchange**, for example within insurance agencies on the administration of social benefit, disability benefit or other allowances, with tax authorities on tax compliance or job retention, or with social service agencies on family, addiction or mental health issues. Exchanging information with labour inspectorates on offending employers or on jobseekers attempting to combine benefit receipt with employment has proved particularly effective in reducing undeclared work in

several Peer Countries. In some countries however, exchange of information is hampered either by data protection legislation or be the lack of inter-operability of ICT systems.

Box 20. Information exchange and cooperation with labour inspectorates in tackling undeclared work

The nature and spread of undeclared work is a function of each country's economic, social and political context. Therefore, tailor-made approaches are necessary to effectively tackle the problem. However, there are some measures that have proven to be effective in many countries: tight cooperation between national PES offices and governmental agencies through intensive information exchange and the use of shared databases (**Czech Republic, Belgium and Denmark**)

Peer Countries exchange information with the tax authority, the labour inspectorate, boarder control, and line ministries on jobseekers suspected of claiming benefits while working in the informal economy, as well as on employers violating (or suspected of) Labour Law. Some PES officially share their databases with other government agencies (e.g. the **Czech Republic**, Actiris in **Belgium, Denmark, Hungary**), while others tend to rely on more ad-hoc or informal exchange of information (e.g. **Bulgaria**). PES have various strategies to use the information received from these partners. For example, the **Slovak** PES tries to time meetings with the case manager to coincide with the (suspected) undeclared work opportunity. The **Czech Republic** is currently piloting a practice of requiring more frequent interviews of clients suspected of being engaged in informal employment.

Source: Peer Country Reports

The PES may also use the services of various partners by **referring** LTU to them (e.g. social or health services) or by contractual arrangements (e.g. education and training providers, NGOs specialised on LTU with particular problems). For example, in **France**, Pôle emploi (PES) works in close cooperation with the 'Missions Locales', which are public-funded specialised local agencies for youth, to train and integrate young people who lack qualifications. Similarly, in Poland, one of the PES partners are the 'Voluntary Labour Corps': these are local units which provide services to young people under 25 years of age and act to rehabilitate young people who have dropped out of school.

In some PES partnerships may extend to **case conferencing** and other forms of close cooperation in delivering complex services is (examples include **Austria**). In the **UK**, the ESF-supported 'Families programme' aims to help families that face multiple and particular disadvantages in accessing the labour market. Depending on the case, the PES sets up multi-disciplinary teams with some or all of these partners (municipalities, youth services, family services and other social services). In doing so, it aims to provide holistic, individualised support. However, despite their effectiveness, such approaches remain rare, partly due to resource (including time) constraints.

5.2 The innovative use of partnerships can help ease resource constraints

The Peer Review has shown that resource constraints can in some cases inspire the innovative use of partnerships. For example, **Bulgaria** has established cooperation with the network of **local libraries** (Glob@l Libraries Foundation) to provide information on vacancies and training in basic job search skills for jobseekers living in remote areas and small villages (see Box below). The **Copenhagen PES** recently decided to **hire student doctors** to help LTU with minor health problems, which provides an opportunity of practice for the doctors (usually in their final year before graduation), while filling a service gap in a flexible way for the PES, at a modest cost.

Box 21. The Bulgarian Global libraries initiative has multiple goals. In terms of improving labour market efficiency, it aims at providing various good quality job search related services to the jobseekers living in small towns and villages, less developed regions or to those of less advantageous socioeconomic background. It does so through the involvement of local libraries in the provision of labour market services. Local libraries now also function as information centres where jobseekers can learn about new vacancies; events with representatives of the targeted libraries; seminars and exchange of information papers; programmes, measures and services of the **Bulgarian** PES (NEA). Librarians have been trained to provide effective help to jobseekers (i.e.: acquaint them with different online platforms where they can look for vacancies, job fairs, general information). As a result of the initiative, libraries play an increasingly important local development role: the programme increased library usage throughout the country and helped Bulgarian citizens integrate into the global information society.

Outcomes: As a result of the services delivered by the libraries, 19 300 persons received job offers and one in three users successfully obtained a job in the open labour market.

Source: Bulgaria Peer Country Report

Several PES outsource some of their services (as well as some measures) for LTU to private providers. For example, in **Germany, Denmark, Austria** and **Estonia**, the PES uses external providers to offer additional services and ALMP, such as addiction counselling. In **France** and the **UK** the PES can refer the LTU to an outsourced service specifically dedicated to LTU in the case of **France**, and to those at risk of LTU in the **UK**.

A few PES (**UK, Netherlands**) use outcome-based funding, and pilots have started in **Germany** and **Sweden** as well. The **UK** stands out as a specific case among the Peer Countries, since most services for the LTU are provided by private for-profit companies as part of the 'Work Programme' introduced in 2011. According to the **UK** Peer Country paper, the PES manages to reintegrate over 90% of customers into work within a year after registration. For the remaining hardest-to-place clients, the externalisation of the provision to private companies is considered as the most cost-effective option. The PES only provides in-house services for LTU clients who remain unemployed having completed two years on the Work Programme.

6. PES can appeal to CSR commitments and legal obligations to encourage firms hiring LTU

Discussions at the Peer Review and at the Dialogue Conference in March 2014 concluded that most PES resources are focused on jobseekers and more attention should be given to working with employers. Overcoming prejudices in recruiting LTU is a challenge that can be countered through **partnerships with employers** in order to raise awareness and encourage them to provide employment opportunities to LTU.

In some countries there are teams **dedicated** both to jobseekers and employers as in other countries there are separate professional teams dedicated to each category of clients. It seems that neither type of organization is clearly prevailing (European Commission, 2012). Several participating PES have a dedicated employer service (e.g. Actiris in **Belgium, Bulgaria, Germany, Denmark, Croatia, France, Austria, Portugal** and the **UK**) or specialised counsellors working with employers (**Bulgaria, Estonia, Austria, Portugal** and **Slovakia**). Where the adviser had to deal with both clients the need for a broad skills base is significant. Since jobseeker guidance is time-consuming it becomes more difficult to provide strong attention and availability for employers. On the other hand, when professional teams are specialized, the difficulties remain in making teams work together and find the best articulation for job brokerage. Close cooperation between the parties is needed to achieve optimal matching and placement results.

Several Peer Countries have **specific initiatives** for LTU. For example, in **Bulgaria**, specialised teams of counsellors working with employers proactively initiate contact with employers and speculatively put forward LTU. **Estonia** and **France** have started to establish cooperation with large employers, specifically with the aim of improving the reintegration of LTU, while **Austria** is focusing on improving internal collaboration between counsellors working with jobseekers and with employers to improve the placement of LTU. Some Member States (e.g. **Sweden, Netherlands, UK, and Finland**) recently changed their PES business model from jobseeker-led to **employer-led**, recognising that effective employer engagement is essential since employers provide the vacancies that jobseekers can fill (see Box below).

Box 22. The UK employer engagement strategy: more intensive recruitment report in exchange for accepting job-ready LTU. The **UK** has an employer engagement strategy where the PES will increase the level of support that they provide for employers' recruitment initiatives where the employer has agreed to consider interviewing candidates referred by the PES with a variety of work histories. The PES will sometimes agree to undertake aspects of the HR process for an employer, e.g.: aspects of recruitment administration, issuing and sifting application forms. They will then select a group of candidates for the employer to interview.

These candidates will be drawn from (a) groups of clients whose CVs suggest that they provide a very good match based upon their employment record, and (b) another group drawn from clients who PES advisors have worked with and believe to be good candidates well suited for the vacancy but whose paper records are not strong. This process can ensure that more difficult to place clients can have a chance to "sell themselves" at interview when more traditional recruitment exercises might exclude them.

The **UK** PES has a national sales team with a specific brief to encourage employers to place vacancies with the PES. They promote specific **UK** employment initiatives/schemes (including those designed to assist LTU clients) as appropriate in conversations with particular employers who they deem could find these useful.

Source: UK Peer Country Report

Some PES **are exploring the use of innovative approaches** beyond wage subsidies, such as combining subsidies with skills development, actively encouraging and appealing to the **CSR** commitments of employers, cooperating with NGOs who have more resources to liaise with employers (e.g. in **Poland**), job fairs and speed-meets (e.g. **Bulgaria, Croatia, Finland**) or offering help with recruitment and selection to firms so as they can meet legal obligations with respect to hiring certain disadvantaged groups (e.g. in **France** and other Member States where quota systems or procurement rules set such obligations).

Jobcentre Plus in the **UK** set up a “Small Business Recruitment Service” tailored especially to smaller companies which do not have a dedicated Human Resource facility. Services include a helpline with specialist advisers who understand small businesses’ recruitment needs, help with the design and wording of the job vacancy, advice on other types of support and on the local labour market and aftercare service to help with any problems after filling the vacancy. The **Austrian** and **German** PES plan to readjust their employer services along similar lines, shifting resources away from larger enterprises that generally have well-resourced HR departments towards SMEs. (European Commission, 2014)

Box 23. The French Pôle emploi has a practice of proactively approaching firms and offering their assistance in hiring disadvantaged jobseekers, in order to meet their legal obligations. In **France**, public procurement contracts often include obligations for employers to hire specific target groups, especially in sectors where labour demand (or turnover) is high, e.g. in construction. There is also a quota of 4% for hiring trainees or interns in companies with over 250 employees. Pôle emploi offers wage subsidies or covers the cost of the training of selected job candidates (of up to 400 hours) if an upgrading of skills is needed for the specific job. The social clause typically stipulates that at least 5% of working time and a minimum of 10% of created jobs at the contracted company should be reserved for specific target groups. In addition, working time has to be accompanied by a supporting measure (tutorship, skills development, training, social support) aimed at promoting return to sustainable common law employment contracts.

This practice relies on a shared commitment between the PES and the employer: the employer commits to hiring a LTU and PES in return commits to finance and refer the LTU for training that is needed to skills him up/right for that job.

Source: France Peer Country Report

7. Conclusions: key messages, challenges and the way forward

7.1 Key messages

Based on the experiences from PES from the Host and Peer Countries, a number of **success factors** can be identified in PES approaches for the activation of the LTU:

- Intensive, tailored support offered as part individual action plans, based on the principle of mutual obligation, works best.
- Employability should be increased through a gradual approach, motivational and personal issues to be tackled first
- Offering a work opportunity in a protected environment to LTU distant from the labour market allows them to regain work habits, motivation to learn new skills and actively search for work.
- Offering post-placement support to those LTU who have made their way back to the labour market can in some cases be part of this gradual approach.
- Financial incentives to employers should be well targeted and carefully implemented to avoid deadweight effects as much as possible
- Effective governance processes of partnerships aiming to reintegrate the LTU are key.

7.2 Resource constraints and organisational challenges remain considerable

Though capacities for assisting the LTU vary across Peer Countries, **resource constraints** seem considerable in most countries. Caseloads tend to be high and may exceed 700 clients to a counsellor in some participating PES. Although the PES experts agreed that increased frequency of meetings works well in activating the LTU, resource constraints make this impossible in several PES. Also, joint case conferencing and ongoing follow up and support to jobseekers and employers following placement, particularly in a subsidised job, is rare, partly for resource reasons.

Though PES experts participating at the Peer Review are well aware of the multiple problems faced by LTU, **complex measures** are often not available to some LTU clients who would need such additional assistance.

PES perceive the lack of **transportation** as a common constraint to the labour market access of LTU living in remote areas. The co-operation of other actors is required to address these issues, but resource constraints can limit activity in this area.

Some good examples of the systematic **evaluation** of ALMP and services for disadvantaged jobseekers suggest that evaluations may not only help improve the effectiveness of expensive programmes but also provide the evidence that policy makers need when deciding about allocating resources to the PES.

The Peer Review has also identified some **challenges** in the **management of effective partnerships**. In **subcontracting arrangements**, these may include the costs of monitoring service quality, the length of some procurement cycles or the legal limitations on using quality criteria beside price in procurement procedures. In **cooperating with other public agencies**, the lack of shared data infrastructures, interoperability in data collection systems and data protection legislation may generate hurdles. The fragmentation of public service providers at the local level, and unclear division of roles between local agents or lack of policy coordination at the national level can also pose a challenge for the PES in some Peer Countries.

More information on the Peer Review is available [here](#).

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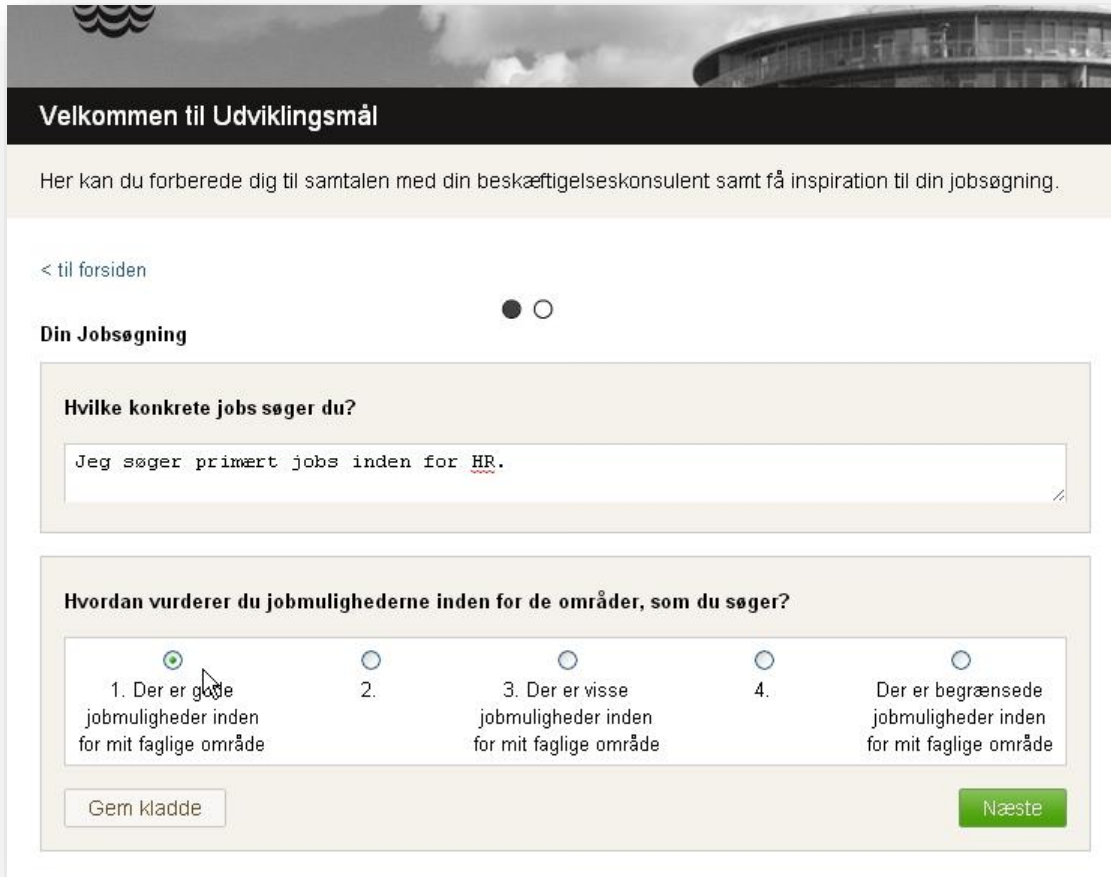
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Annex

Annex Figure 1: self-assessment questionnaire for job-ready clients



Velkommen til Udviklingsmål

Her kan du forberede dig til samtalen med din beskæftigelseskonsulent samt få inspiration til din jobsøgning.

< til forsiden

Din Jobsøgning

Hvilke konkrete jobs søger du?

Jeg søger primært jobs inden for HR.

Hvordan vurderer du jobmulighederne inden for de områder, som du søger?

1. Der er gode jobmuligheder inden for mit faglige område 2. 3. Der er visse jobmuligheder inden for mit faglige område 4. Der er begrænsede jobmuligheder inden for mit faglige område

Gem kladder Næste

The online sets of questions consist of:


- Quantitative questions regarding job seeking strategy, qualifications, etc.
- Qualitative questions regarding the citizen's ideas, own perspective and next step

Annex figure 2: self-assessment report tool (job-ready clients)

Job-seeking <i>Here, we evaluate the width, relevance and effectiveness of your present job-seeking approach</i>	Very effective and relevant job-seeking strategy <input type="checkbox"/>	Effective and relevant strategy with own suggestions in relation to improvements <input type="checkbox"/>	Active job-seeking, but with potential for improvement <input checked="" type="checkbox"/>	Active job-seeking, but with limited or narrow job-seeking strategy <input type="checkbox"/>	In need of a job-seeking strategy <input type="checkbox"/>
	Focus Areas <ul style="list-style-type: none"> <input checked="" type="checkbox"/> More structured and focused strategy (e.g. organize the job-seeking process) <input checked="" type="checkbox"/> Expansion of job-seeking methods (e.g. Unsolicited job applications, networking, social media, etc.) <input checked="" type="checkbox"/> Extension of geographic search field <input type="checkbox"/> Expansion of the professional search field (e.g. alternative or new focus areas, etc.) 				
Job opportunities <i>Here, we evaluate the match between job-openings within the jobs you have applied for (the work-market balance) and your professional qualifications (education, specific job-experience and network)</i>	Very good job opportunities (green) and relevant professional qualifications <input type="checkbox"/>	Good job opportunities (yellow) and relevant professional qualifications <input checked="" type="checkbox"/>	Very good or good job opportunities (green or yellow) Lacks relevant professional qualifications/work-experience <input type="checkbox"/>	Not so good job opportunities (red) Yet relevant professional qualifications <input type="checkbox"/>	Not so good job opportunities (red) Lacks relevant professional qualifications Or, faces other challenges in relation to securing a job <input type="checkbox"/>
	Focus Areas <ul style="list-style-type: none"> <input checked="" type="checkbox"/> Subsidized employment or on-the-job training with a view to gaining work-experience within one's professional area or related professional areas <input checked="" type="checkbox"/> Change occupational goals/work on a plan B (in accordance with job-seeking above) <input type="checkbox"/> Maintenance or upgrading of qualifications with a view to specific job opportunities <input type="checkbox"/> Identification or documentation of actual skills (for unskilled workers) <input type="checkbox"/> Upgrading of reading- and writing-skills (for unskilled workers) 				
Job-seeking skills <i>Here, we evaluate the workmanship associated with the job-seeking process, i.e. how to write good and goal-oriented applications and CVs, create job-agents and how to present one's qualifications/skills.</i>	Very good job-seeking skills <input type="checkbox"/>	Good job-seeking skills <input checked="" type="checkbox"/>	Potential for improvement of job-seeking skills <input type="checkbox"/>	Need for improvement of job-seeking skills <input type="checkbox"/>	Need for fundamental improvement of job-seeking skills <input type="checkbox"/>
	Focus Areas <ul style="list-style-type: none"> <input type="checkbox"/> Upgrading in relation to writing focused applications and CVs <input type="checkbox"/> Upgrading of ability to present oneself and one's qualifications/skills <input type="checkbox"/> Upgrading of basic IT-skills (including the use of NEM-ID, the creation of job-agents, etc.) 				

Note: The marks show the assessment from the latest meeting at the Jobcentre. They work as a visualisation of the goals and the agreement and outline the steps the citizen should take to get a job/education

Annex figure 3: self-assessment report tool (non-job-ready clients)

		1	2	3	4	5
J O B / E D U C A T I O N 	My professional qualifications in relation to securing a job or education	I have the necessary qualifications	I am working on acquiring the necessary qualifications	I need to improve my professional qualifications	I do not think that I have the necessary qualifications	I lack basic qualifications
	My focus in relation to securing a job or education	I explore all possibilities for securing a job or education	I have a number of exact ideas on how I can secure a job or education	I would like to secure a job or education, but need help in finding out how I should proceed	I think it would be difficult for me to secure a job or education	I find it difficult to see myself in a job or completing an education
	My personal and social skills in relation to securing a job or education	I am good at mixing and collaborating with other people	I am working at becoming better at mixing and collaborating with other people	I would like to become better at mixing and collaborating with other people Sometimes, I find it difficult to be punctual	I do not think I will be able to secure a job or education as I have difficulties in mixing and collaborating with other people Sometimes, I find it difficult to be punctual	I often experience problems when I collaborate with others, or, I often avoid collaborating with others completely Sometimes, I find it difficult to be punctual
	My social situation - housing situation - family circumstances - social network	My social situation is not a hindrance in relation to my securing a job or education	I am working on improving my social situation	I would like to improve my social situation	I do not think I will be able to secure a job or education because of my social situation	My present social situation is so critical that I cannot secure a job or education
	My health in relation to securing a job or education	My health is not a hindrance in relation to my securing a job or education	I am working at being able to handle my health issues on my own	I would like to become better at handling my health problems	I do not think that I can secure a job or education due to my health issues	My health is so poor at present that I cannot secure a job or education